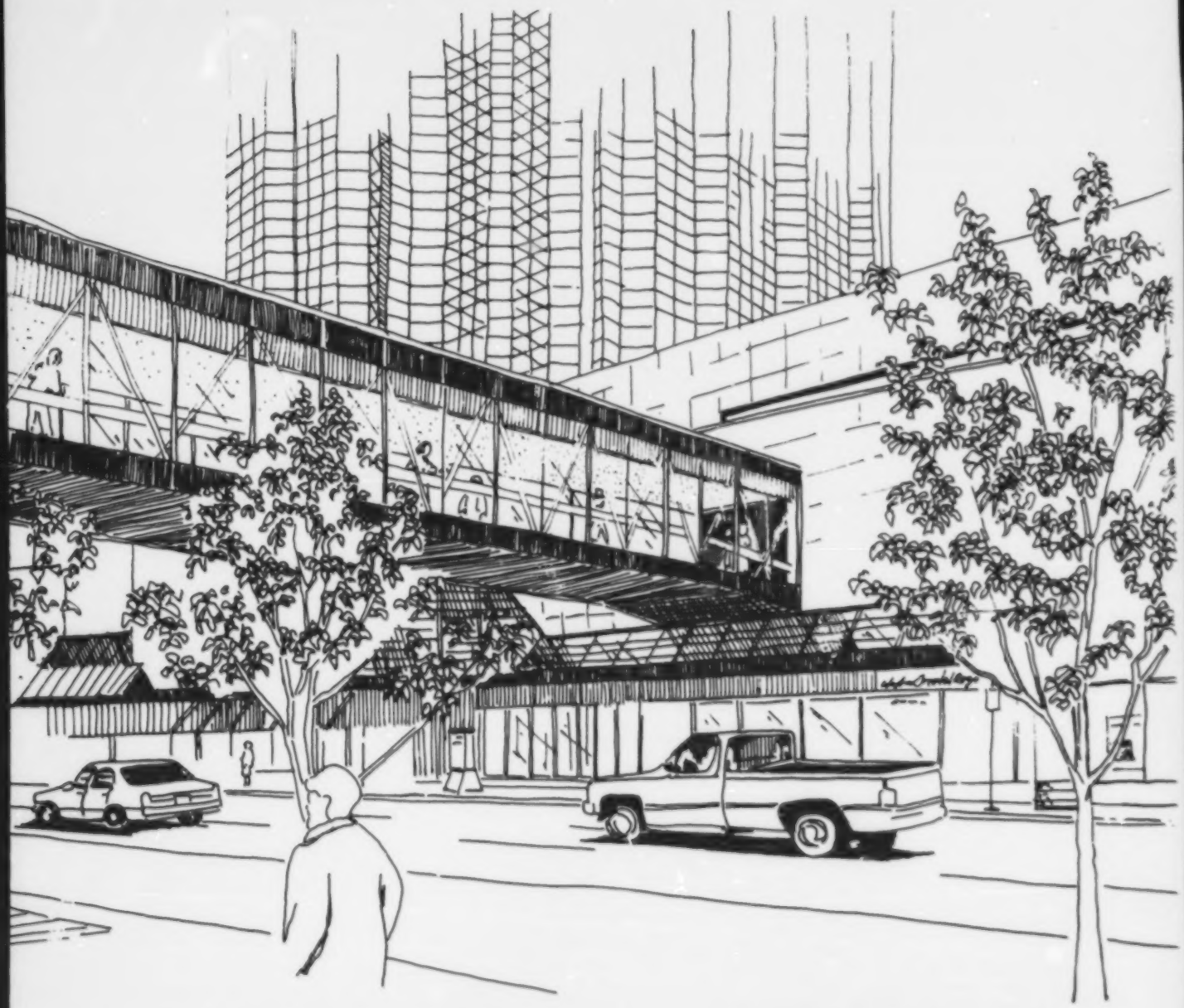

DOWNTOWN PEDWAY NETWORK REVIEW

MARCH, 1989

THE CITY OF Edmonton PLANNING AND DEVELOPMENT

DOWNTOWN PEDWAY NETWORK REVIEW

MARCH, 1989

92-01559/

DOWNTOWN PEDWAY NETWORK REVIEW

At the regular meeting of City Council held Tuesday, March 28, 1989, the above item was considered and Council concurred with the following recommendations:

1. That City Council adopt the report attached as Enclosure I and the recommendations contained therein as City Policy.

2. That City Council direct the Administration to initiate the activities of the implementation strategy contained in Enclosure I.

Council also concurred with the following amendment:

That Recommendation 30, contained within the "Downtown Pedway Network Review" be amended by adding the following:

30. The requirement for handicapped access shall be provided in all air leases where technically feasible and if it is not provided, a separate report shall accompany the lease for consideration of Council.

DOWNTOWN PEDWAY NETWORK REVIEW

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DOWNTOWN PEDWAY NETWORK REVIEW

EXECUTIVE SUMMARY

PURPOSE

This report is intended to identify issues facing the existing pedway network, in terms of the physical structure, financing methodology, and the planning and implementation of future pedway connections. The report contains recommendations which address the issues.

GOALS

The goals of this review are to ensure that each new pedway connection is complementary to the entire network, that the network as a whole contributes to the economic, physical and aesthetic well-being of the downtown by facilitating pedestrian movement and that the network is integrated with outdoor sidewalks and activity areas.

PROCESS

The recommendations made in this review reflect the opinions and input of the Edmonton Downtown Development Corporation, the Downtown Business Association, the Building Owners' and Managers' Association and the Urban Development Institute, as well as government administrators and a broad range of pedway users.

The recommendations in this report, upon approval by City Council, become City policy. These policies are intended to guide future actions on Edmonton's public pedway network, as outlined in the Implementation Strategy of this report, whether these actions are taken by City Council or by private development interests.

ISSUES AND RECOMMENDATIONS

Issues and recommendations contained in this report are discussed under four topic headings: Planning and Development Strategy, Physical Elements, Financing Strategy and Signage, Advertising and Marketing.

Planning and Development Strategy

* A "balanced" three-level pedestrian network is proposed, much of which is currently in place. Enclosed pedways and outdoor sidewalks play equally important roles. Ease of movement between pedway levels, as well as visual connections between these levels, is stressed.

  Refer to Recommendations 1 to 5.

* A general pedway network development concept has been formulated to guide future extensions to the existing pedway network within Edmonton's "Core Commercial Area". New development which exceeds certain size criteria will be encouraged to connect to the network.

  Refer to Recommendations 6 to 8.

* Based on the general development concept, certain pedway connections will be noted as priorities to be built in the future. Other future connections are recommended, but not on a priority basis, to be built in the future. New major development, within approximately one block of downtown LRT stations will be encouraged to connect to the pedway access to these LRT stations.

  Refer to Recommendations 9 to 12.

* As part of the "balanced" three-level network, street fronting retail outlets along outdoor sidewalks will be encouraged, along with frequent street-to-pedway access points and shelter elements along outdoor sidewalks, such as canopies, radiant heaters and so on.

  Refer to Recommendations 13 to 16.

* Accessory uses will be allowed in below-grade and at-grade pedways, but not in above-grade pedways.

  Refer to Recommendations 17 and 18.

Physical Elements

* A uniform set of operating hours is proposed for the downtown pedway network, that being 6:30 a.m. to 1:00 a.m., Monday to Saturday inclusive. This proposal requires cooperation from, and the assistance of, various downtown interest groups and owners to become operational.

  Refer to Recommendations 19 to 22.

* The provision of adequate and appropriate security and maintenance shall be the responsibility of the owners and operators of the adjoining buildings or facilities. The City may take appropriate security and/or maintenance measures and charge the costs back to the owners should the level of security and/or maintenance in a particular link be deemed inadequate.

  Refer to Recommendations 23 to 27.

* Design criteria are proposed to ensure continuity and quality of architecture, and to ensure that pedestrian circulation and access, as well as an adequate number of activity focal points, are included in future pedway proposals. All pedway proposals are to be reviewed by the Downtown Design Review Panel of the Downtown Business Association, prior to final approval by the City. Existing technical standards for pedway development are adequate, although greater consideration should be given for handicapped access.

  Refer to Recommendations 28 to 32.

Financing Strategy

* The cost of new pedway construction will be borne equally by the involved parties whether they be building owners or the City. Exceptional circumstances may warrant negotiation between owners and the City.

Refer to Recommendations 33 to 36.

* To ensure that future required pedway connections are not jeopardized by a lack of financing, a formula is proposed whereby 50% of pedway construction costs will be required from the first developer pending the future construction of the other building to be connected, once the parties have agreed to construct a pedway.

Refer to Recommendations 37 and 38.

Signage, Advertising and Marketing Strategies

* To make the pedway network more recognizable and user friendly a directional and information signage program has been undertaken. This program is currently being implemented with the cooperation of the downtown building owners.

Refer to Recommendations 39 and 40.

* Advertising signage within the pedway network is to meet a list of criteria designed to avoid conflicts with pedestrian flows and visual conflict with vehicular traffic.

Refer to Recommendation 41.

* A coordinated approach to marketing the downtown pedway network is to be established to maximize usefulness and convenience of the network. The recent "Downtown Connection" newspaper campaign represents the type of cooperative initiative that is required.

Refer to Recommendation 42.

IMPLEMENTATION

Recommendations contained in this report are to be implemented through the following actions by the City Administration:

. revamping the existing regulatory framework;
. continuing efforts on a project-by-project basis to initiate construction of specific pedway links which require municipal participation;
. ongoing liaison with private sector interests to construct the pedway links which have been identified as "priority" and "recommended";
. efforts on a link-by-link basis to get all pedway links in a common hours of operation schedule;
. continued surveying of network users, to allow the City and private owners to respond to user demands;
. completion of the Pedway Signage Program and installation of signage components by building owners; and,
- ongoing liaison with development industry representatives and downtown interest groups.

DOWNTOWN PEDWAY NETWORK REVIEW

PREAMBLE

Introduction

The term "pedway" is used to describe a weather-protected, climate-controlled connection between buildings for the use of pedestrians, usually crossing a street or laneway. Pedways also include the atria or galleries of retail shopping malls, office buildings and hotels which are commonly used for pedestrian movement through these buildings to adjacent buildings. The combined system of these connections is called the "pedway network".

This "pedway network" in downtown Edmonton, in conjunction with municipal sidewalks, combine to form Edmonton's downtown pedestrian circulation system.

Purpose of Review

Pedway development in Edmonton has a history reaching back nearly 20 years. As early as 1968, City Council was adopting recommendations intended to guide future pedway development. It has only been in the last ten years that pedways, of both the above and below grade varieties, have begun to provide a serious alternative to pedestrians wishing to avoid inclement weather and busy traffic. In 1989, Edmonton is reaching a threshold condition in which it is becoming economically essential for any new downtown commercial/office development to be connected to Edmonton's evolving pedway network.

This report is intended to identify some of the issues facing the existing network, in terms of the physical structure, financing methodology, and planning and implementation of future pedway connections, and to propose direction and policies as the basis for future evolution of the network.

Recommendations made in this report are based on an evaluation of input from a variety of sources:

- discussions with downtown business and management representatives;
- discussions with the owners and operators of major downtown projects which are, or potentially could be, connected to the downtown pedway network;
- government administrators at both the municipal and provincial levels;
- a survey of downtown Edmonton pedway users, conducted in summer 1987 (See Figure 1 in Appendix III); and,
- research of pedway development techniques used in other North American cities.

It is intended that this review, and the recommendations contained herein, will:

1. be presented to City Council for approval and be used as the policy basis for future action by Council on pedway related matters;

2. form the basis of one or more separate reports to City Council from the City Administration, recommending specific pedway-related actions, improvements and expenditures;

3. incorporate the pedway-related concerns and positions of the various downtown business and development interest groups, such as the Downtown Business Association, the Downtown Development Corporation, the Building Owners' and Managers' Association and the Urban Development Institute, into municipal pedway policy.

Goal Statements

In order to determine policies to guide the development and operation of pedways, it is necessary to define the respective goals to be achieved through the construction of pedways, the pedway network, and the overall pedestrian circulation system. From the perspective of the City of Edmonton, these goals are:

- Individual Pedways - each connection should be located in such a manner as to complement the operation of the pedway network, and should include design elements which make the use of each pedway a safe, pleasant and interesting experience.

- The Pedway Network - should contribute to the economic, physical and aesthetic well-being of the downtown by providing a weather-protected alternative for pedestrian movement between major activity areas in a comfortable, secure and convenient fashion.

- Pedestrian Circulation System - should provide a balanced choice of both well-lit and well-designed and maintained sidewalks, and secure and comfortable pedways, to maximize convenience of movement and ease of access for pedestrians.

Structure of Report

For the purposes of this review, downtown pedway development in Edmonton is discussed within four topic areas:

- planning and development strategy - includes the location and scope of future pedway development;

- physical elements - includes "soft elements" such as maintenance, security, hours of operation, as well as the identification and standardization of "hard

elements", which include physical aspects within the overall network such as design and technical standards;

- financing - identifies responsibility for, and method of payment for construction of the various future links; and,

- signage, marketing and advertising - the development of a directional and information signage program is being addressed through a separate study being prepared concurrently with this report. Standards for advertising and display signage as well as the need for marketing programs to encourage pedway usage, are discussed.

Within this four-part framework, a number of specific issues and related recommendations are stated. Recommendations appear in italics, and may, in some cases, be followed by explanatory statements or elaborations in non-italicized print. A final chapter contains a recommended implementation strategy. Appendices to the report contain a history of pedway development in Edmonton, and a list of specific future pedway links, as well as other relevant background information.

ISSUES, ANALYSIS AND RECOMMENDATIONS

Planning and Development Strategy

At the present time, Edmonton's pedway network within the Downtown has been developed to the extent illustrated on Map 1 on the following page. Essentially, the network is concentrated in two areas: the Core Commercial Area as illustrated on Maps 1 and 2 (bounded approximately by 97 Street to the east, 100 Avenue to the south, 105 Street to the west and the CN Yards to the north) and the Provincial Government Centre (106 Street to the east, the Legislature to the south, 110 Street to the west and Jasper Avenue to the north). These two essentially separate networks will be connected through the LRT system when the Grandin (110 Street) LRT Station becomes operational in 1989 and the proposed tunnel from the Government Centre network is completed to that station.

There is a need to examine a number of issues pertinent to the expansion and evolution of this network, in order to apply consistent direction to the future extension of the network.

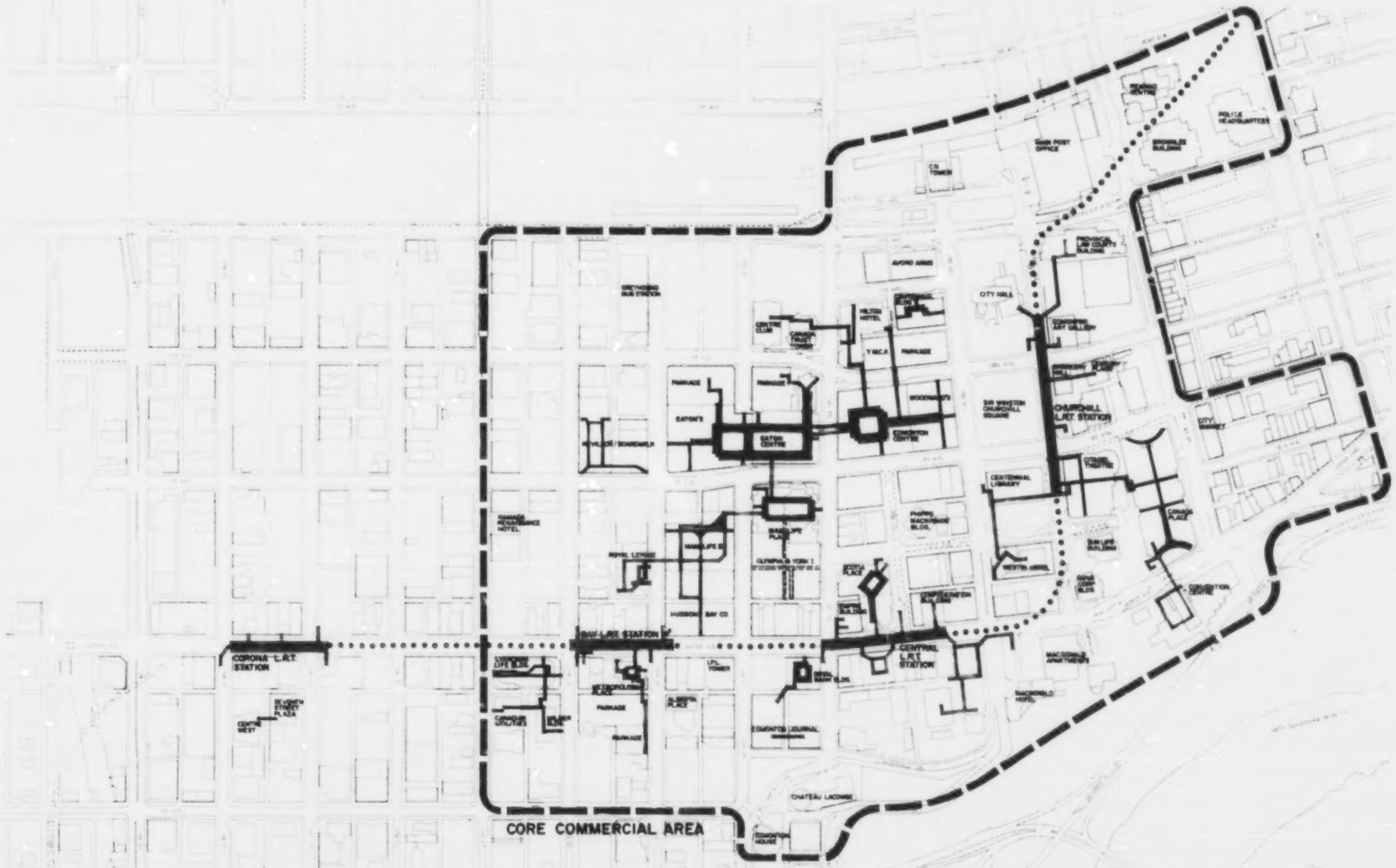
ISSUE 1: Successful integration of a three-level network.

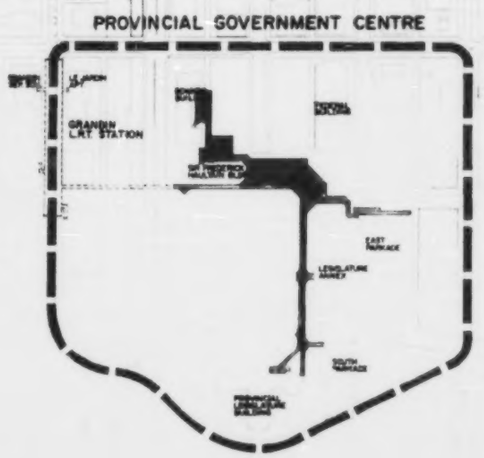
Early indoor pedestrian route development in Edmonton was primarily below grade, in order to connect with the LRT stations located in the Core Commercial Area. More recently, there has been a shift in the development of integrated office towers and commercial retail complexes to the north and west of the original commercial core, and away from the LRT station areas. As these major developments have been constructed, there has been an emerging demand for links between these new complexes. In most cases, elevated pedways have been the preferred answer of developers, as they are cheaper and easier to construct than underground pedways, which may require expensive tunnelling techniques and rerouting of underground services.

The two-level differential between the elevated pedways, commonly connecting retail spaces, and LRT access, which is, of course, at the below-grade level, creates some difficulties. There are several recommendations to be made which, while they will not completely solve the problem, will take advantage of the opportunities provided by a three-level network and will increase the ease of movement between the levels. The thrust is to minimize overlap between above and below-grade networks, to provide clear direction as to what areas of the Downtown are appropriate for above or below-grade pedway development, and to ensure maximum ease of movement between these two levels and the street.

Recommendations:

1. *Major new development or redevelopment on sites which abut Downtown LRT Stations should provide for direct below-grade access to such stations, or to below-grade corridors which access such stations. Above grade pedways may also be employed in such developments, subject to the development*





LEGEND

- ABOVE GRADE PEDWAYS
- AT GRADE PEDWAYS
- BELOW GRADE PEDWAYS
- PRIVATE PEDWAYS (NOT OPEN TO PUBLIC)
- PEDWAYS UNDER CONSTRUCTION
- EXISTING L.R.T. LINE
- L.R.T. LINE UNDER CONSTRUCTION
- PEDWAY DEVELOPMENT AREAS

N

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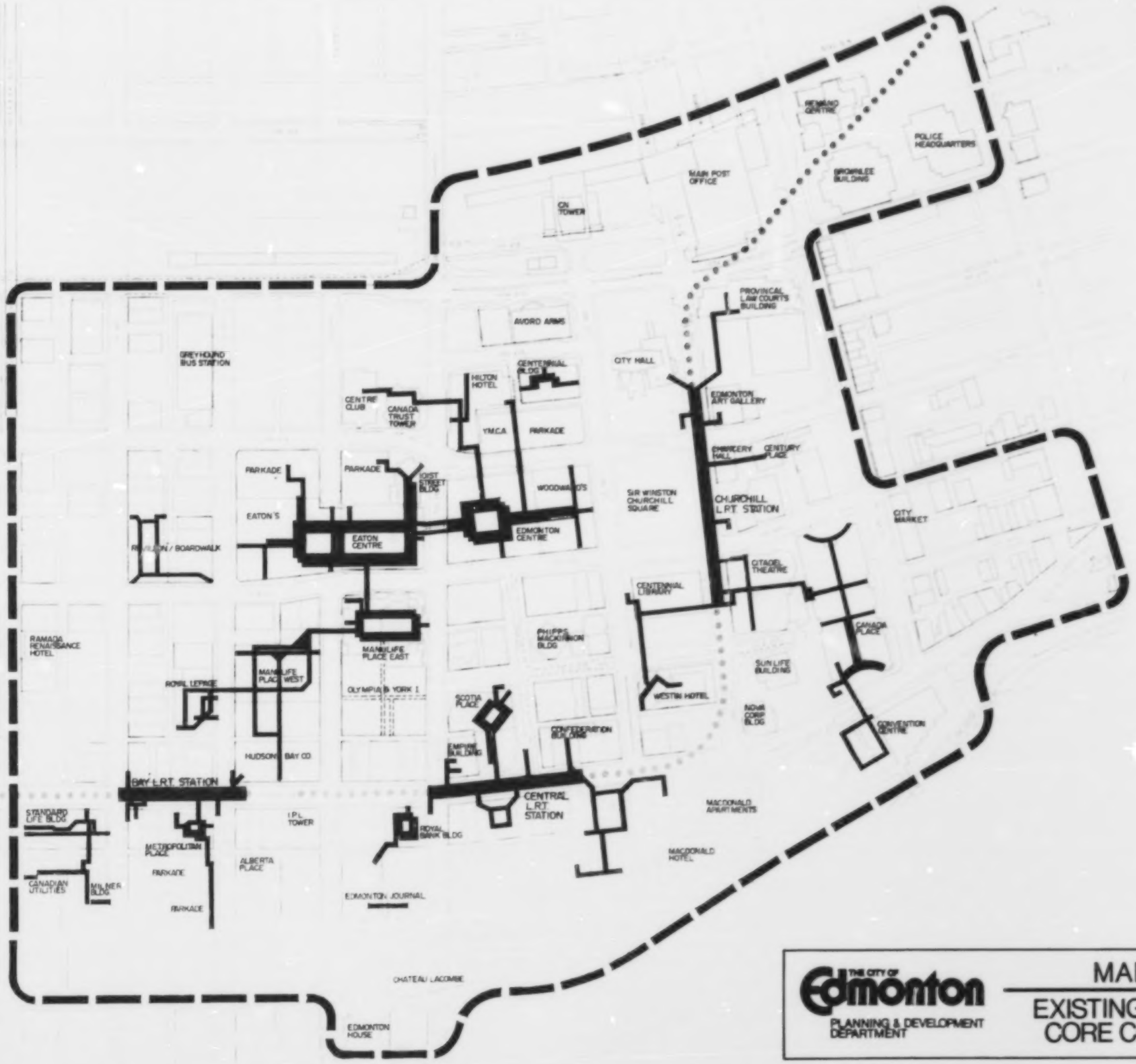
MAP No. 1
EXISTING NETWORK

Pride



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MAP No. 2
EXISTING NETWORK CORE COMMERCIAL

Pride

restrictions in Recommendation 3, as long as the priority below-grade LRT Station connections have been made. The Pedestrian Access Support System (PASS), which currently directs requirements for LRT pedway connection, through Section 14 of the Downtown Area Redevelopment Plan, should be modified to reflect the area in which direct LRT connection is considered a priority.

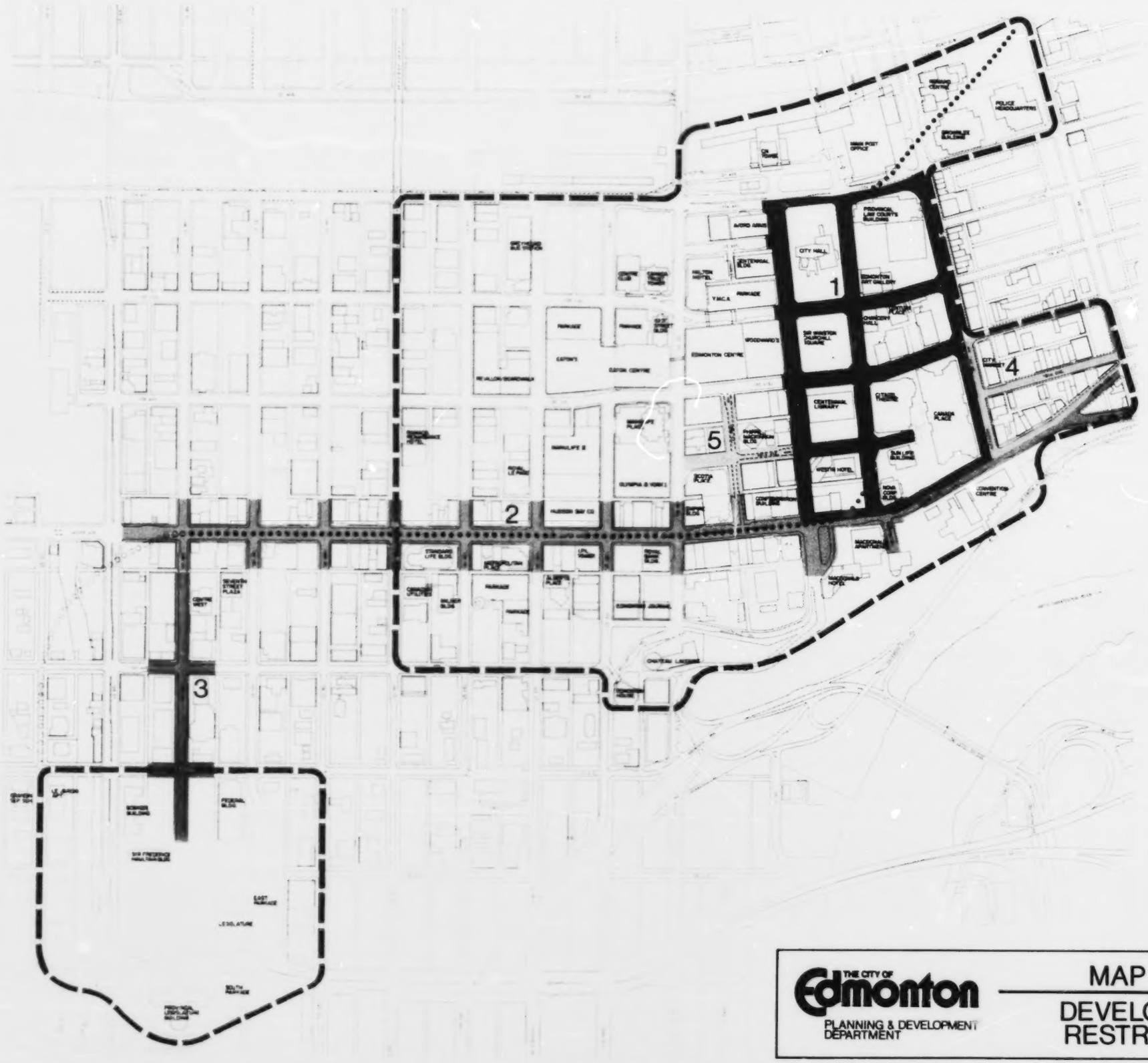
2. *Major new development or redevelopment on sites which are within the same block as the redevelopment sites referred to in Recommendation 1, should employ either above and/or below-grade connections to extend the pedway network to and through their premises.* While the intent in the case of major redevelopment sites directly abutting LRT stations is a below-grade connection, it is the intent for other sites within the same block as these developments to be able to connect to the pedway network (and ultimately to the LRT station) at either above or below-grade levels. At-grade connections may also be contemplated where two buildings directly abut each other, and the removal of the common walls is all that is required to facilitate the connection.

3. *In order to preserve views of downtown landmarks, and of major downtown open spaces, above-grade pedways will not be permitted to cross the roadways in the following areas:*

   - *Civic Centre area - surrounded by 100 Street, 103A Avenue, 97 Street and Jasper Avenue;*
   - *Jasper Avenue from 96 Street to 109 Street;*
   - *Capital Boulevard (108 Street) from Jasper Avenue to the Legislature Grounds;*
   - *The Old Towne Market area - surrounded by 97 Street, 102 Avenue, 96 Street and 101/Jasper Avenue; and,*
   - *Rice-Howard Way (101A Avenue and 100A Street).*

   A map defining these areas (See Map 3) shall be included in Section 14 of the Downtown ARP. The intent is to preserve views along the roadways and open spaces in these areas. Above-grade connections in these areas will therefore be allowed across laneways and between adjacent buildings only.

4. *Transition between levels should occur in major public activity areas.* In all buildings which contain elements of the pedway network, adequate combinations of elevators, escalators and stairs should be used to maximize ease of pedestrian movement between levels and access to the street, particularly in highly visible and highly accessible areas of intense activity and movement, such as retail shopping complexes.



LEGEND

AREAS IN WHICH ABOVE GRADE PEDWAYS SHALL NOT CROSS ROADWAYS

- CIVIC CENTRE AREA
- JASPER AVENUE
- CAPITAL BOULEVARD
- 4 THE OLD TOWNE MARKET
- 5 RICE HOWARD WAY

●●●● EXISTING L.R.T. LINE

○○○○ L.R.T. LINE UNDER CONSTRUCTION

■■ PEDWAY DEVELOPMENT AREAS

N

THE CITY OF Edmonton
PLANNING & DEVELOPMENT DEPARTMENT

MAP No. 3

DEVELOPMENT RESTRICTIONS

Pride

5. *Above grade pedways at third floor levels or higher will not be encouraged.* It is felt that the three levels of movement afforded by the pedway network as proposed (at above and below-grade) are sufficient. Connections at other levels will make the network too awkward.

ISSUE 2: Identification of a general development concept and guiding principles for future extension of the pedway network.

It is not practical to attempt to identify every location within downtown Edmonton where a pedway should be built; the identification of specific links to be constructed within even a five to ten year time horizon is a difficult task in itself. The establishment of some principles and a conceptual map to guide extension of the network is preferred at this time. This approach will allow the City Administration to be responsive to future development requests and to be reasonably flexible in accommodating extensions to the pedway network through these developments, while adhering to basic guidelines designed to keep the pedway network efficient and desirable.

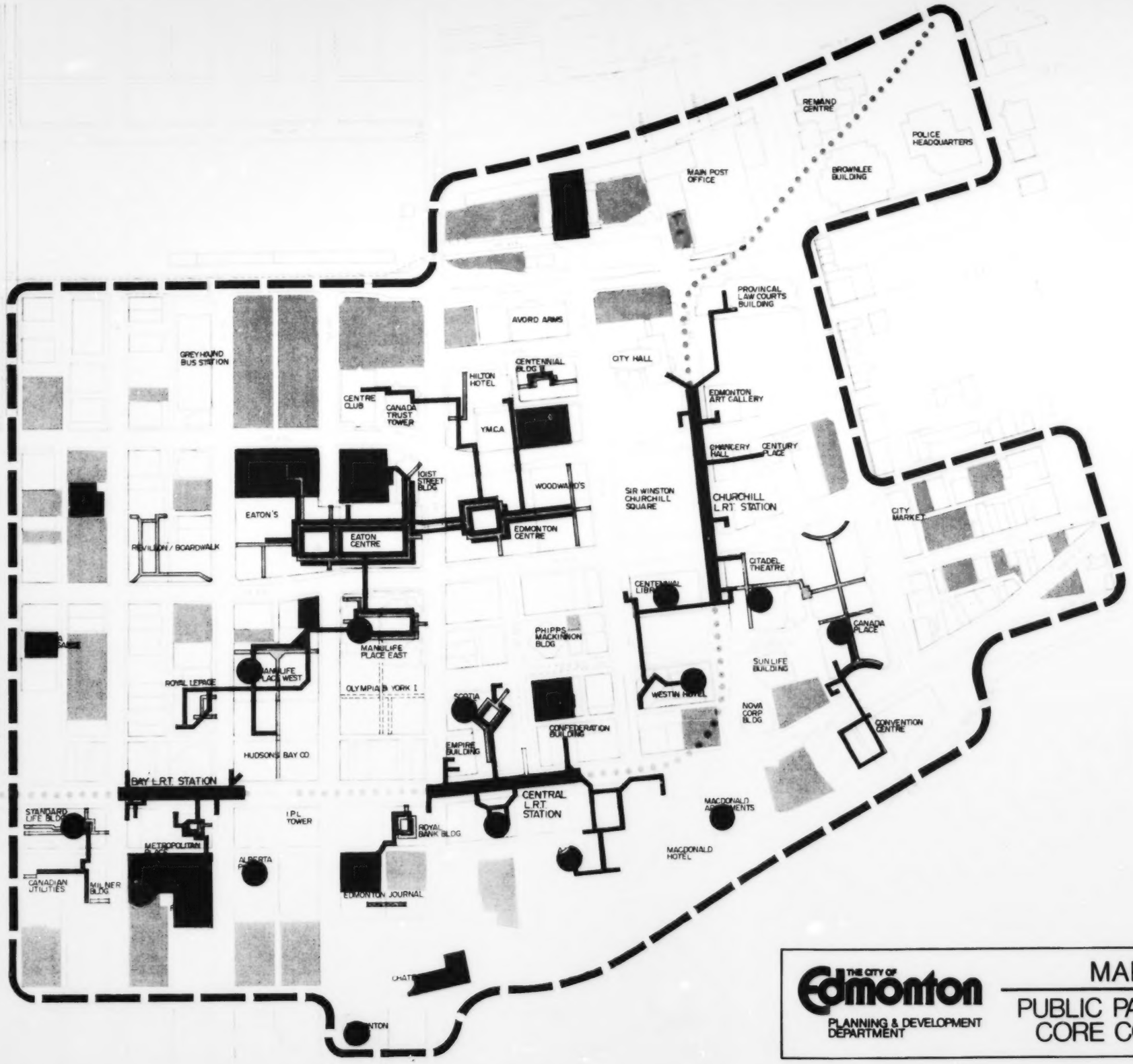
The concept is to actively promote pedway development within the two previously noted areas of greatest pedestrian traffic in the Downtown, and which contain the existing nuclei of the pedway network, which are the Core Commercial Area and the Provincial Government Centre. Within these areas, specific future links can be identified. Beyond these specific links, within these two areas of preferred pedway activity, pedway development is not specifically identified, but is encouraged, particularly if designed to integrate at a later date with the Core Commercial and Provincial Government networks.

The intent is to ultimately connect all major downtown developments and activity centres to the pedway network. The network today has extended to a critical threshold size that can be expected to generate a market-based demand for connection to the network. Businesses will want to be connected to this network to have ready access to many retail, government, transit, cultural and entertainment functions. Pedway access to convenient parking is also an important element in promoting maximum use of the network. Map 4 identifies the locations of downtown public parking sites in relation to the existing pedway network.

Recommendations:

6. *Emphasis for new pedway development should be placed on expansion to the existing pedway network within the Core Commercial Area. A map defining this conceptual network (Map 5) shall be added to Section 14 of the Downtown ARP.* The intent is to ensure that the major activity areas within the defined central core of the Downtown are connected to the network. Beyond this focal area, pedways will be neither required nor restricted, subject to the provisions of Recommendation 7 below.

7. *Limited expansion of the Provincial Government Centre pedway network should occur, in a manner which does not conflict with the at-grade, outdoor*



LEGEND

- ABOVE GRADE PEDWAYS
- AT GRADE PEDWAYS
- BELOW GRADE PEDWAYS
- PRIVATE PEDWAYS (NOT OPEN TO PUBLIC)
- PEDWAYS UNDER CONSTRUCTION
- EXISTING L.R.T. LINE
- PEDWAY DEVELOPMENT AREAS
- PUBLIC SURFACE PARKING LOTS
- PUBLIC PARKADE STRUCTURES
- PUBLIC UNDERGROUND PARKING IN OFFICE / HOTEL BUILDINGS

N

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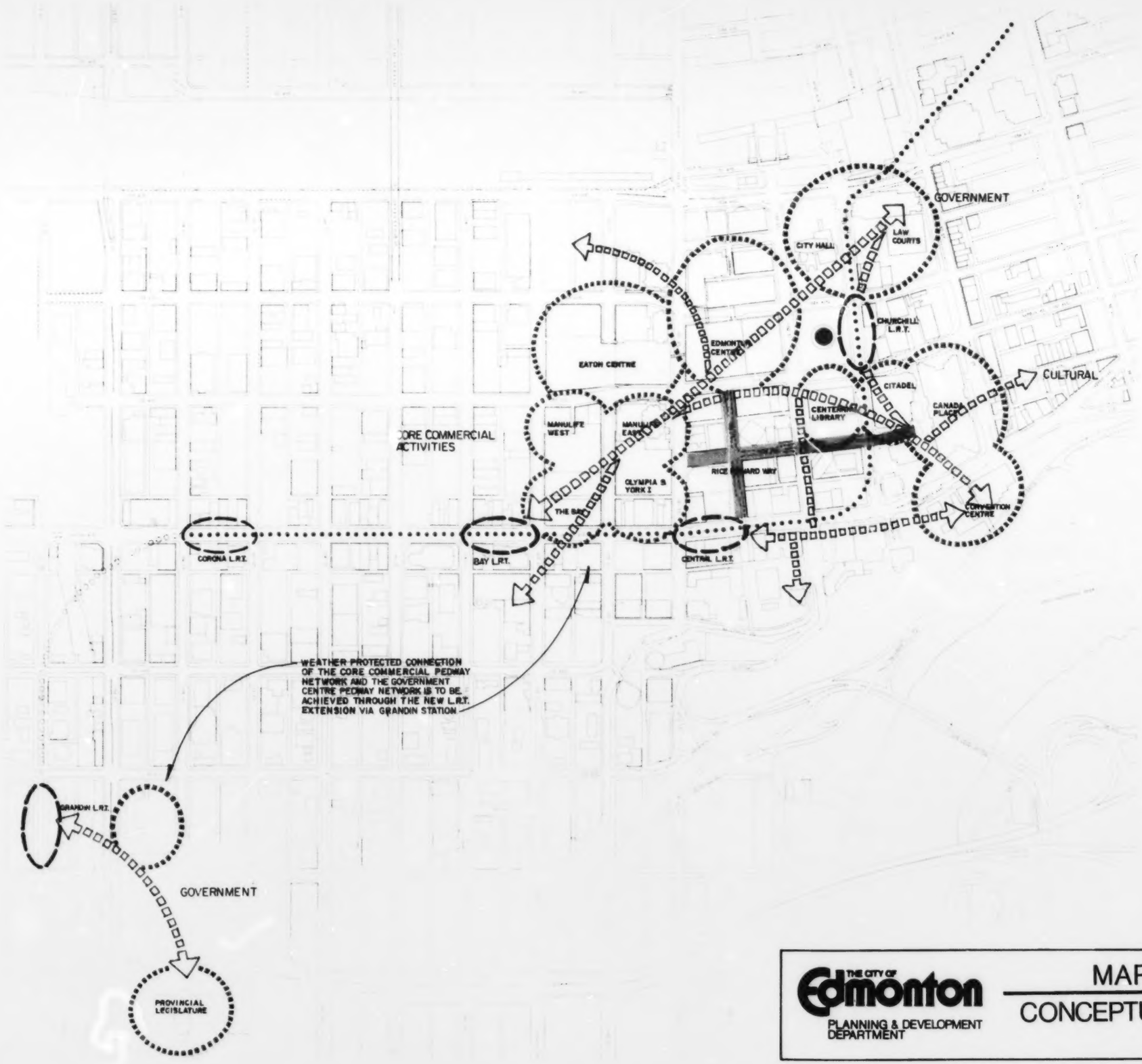
MAP No. 4

PUBLIC PARKING SITES CORE COMMERCIAL

Pride
PROGRAM TO IMPROVE DOWNTOWN EDMONTON



THE CITY OF Edmonton
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MAP No. 5
CONCEPTUAL SYSTEM

Pride
PROGRAM TO IMPROVE DOWNTOWN EDMONTON

pedestrian orientation of Capital Boulevard (108 Street). The intent is to connect this network with the LRT via Grandin Station, and with other nearby buildings, without disrupting the outdoor focus of pedestrian activity along Capital Boulevard. Any expansion proposals to this network should be reviewed and endorsed by the Provincial Government.

8. *Construction of pedway connections into the existing pedway network will be encouraged from all future developments within the Core Commercial Area that;*

   - *are "substantial" in nature, occupying one-half block or more and are three storeys or greater; or,*

   - *contains significant concentrations of retail activity in the first two storeys.* The intent is to strongly encourage logical extensions to the network, without being overly prescriptive.

ISSUE 3: Identification of future priority links in the pedway network.

Edmonton's downtown pedway network contains a number of gaps as it exists today. Closures of some of these gaps are referenced in existing development agreements for adjacent properties, although only a few of these agreements contain suggested timelines for construction. Pedway construction to close other gaps is not ensconced in any document or legal instrument. There is a need to provide direction in order to close these gaps and ensure as complete a network as possible.

Identification of the gaps in the network can be made in two categories:

- pedway links which represent a priority to be constructed, generally in conjunction with new development or redevelopment; and,

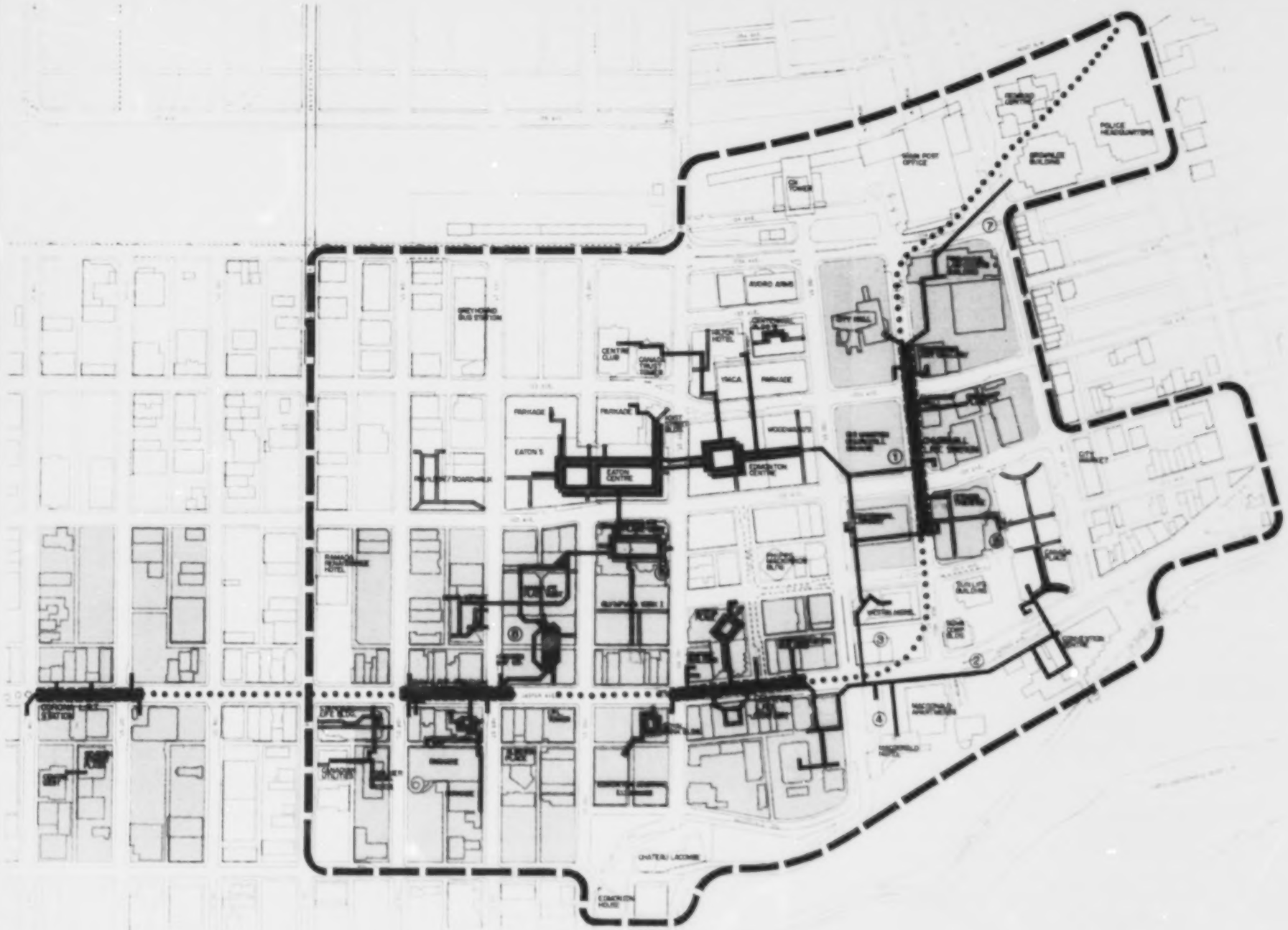
- pedway links which will be recommended optional additions to the pedway network.

Tables 1 and 2 in Appendix II to this report contain specific information on each of the new pedway links which shall be priority additions or optional additions to the present pedway network.

Recommendations:

9. *The specific pedway connections shown on Map 6 and as described on Table 1 in Appendix II shall be priority connections to be constructed, in conjunction with adjacent new development or redevelopment, as it is built. Map 6 shall be added to Section 14 of the Downtown ARP.*

10. *New development within one block of LRT stations, as illustrated on Map 6, will be encouraged to provide for pedway connections to such LRT stations. If*



LEGEND

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- BELOW GRADE PEDWAYS
- PRIVATE PEDWAYS (NOT OPEN TO THE PUBLIC)
- PEDWAYS UNDER CONSTRUCTION
- EXISTING L.R.T. LINE
- L.R.T. LINE UNDER CONSTRUCTION
- PEDWAY DEVELOPMENT AREAS
- AREAS IN WHICH NEW DEVELOPMENT IS STRONGLY ENCOURAGED TO PROVIDE FOR CONNECTION TO NEAREST L.R.T. STATION.
- L.R.T. STATIONS

NOTE: COLOURS INDICATE PRIORITY CONNECTIONS.
EXISTING NETWORKS ARE SHOWN IN SHADES OF GRAY FOR CONTEXT.

1 – CHURCHILL SQUARE L.R.T. STATION TO CENTENNIAL LIBRARY / EDMONTON CENTRE

2 – McCAULEY PLAZA TO EDMONTON CONVENTION CENTRE

3 – McCAULEY PLAZA / CONVENTION CENTRE PEDWAY TO THE WESTIN HOTEL

4 – MacDONALD HOTEL TO McCAULEY PLAZA

5 – CITADEL THEATRE TO CANADA PLACE

6 – MANULIFE EAST TO OLYMPIA AND YORK I

7 – BROWNLEE BUILDING TO PROVINCIAL LAW COURTS BUILDING (PEDWAY ROUGHED IN ... NEEDS TO BE COMPLETED)

8 – PROPOSED HUDSONS BAY DEVELOPMENT TO BAY L.R.T. STATION AND MANULIFE WEST

N

THE CITY OF Edmonton
PLANNING & DEVELOPMENT DEPARTMENT

MAP No. 6
PRIORITY CONNECTIONS

Pride

such new development is not adjacent to the LRT station, but within one block, pedway connections to the intervening sites or structures should be incorporated into the design of such new development. Since specific alignment for pedway routes through such new development cannot be identified at this time, input on specific alignments will be provided by the Administration at the development permit application stage.

11. *Recommended additions to the system, beyond the priority connections shown on Map 6, are illustrated on Map 7 and described on Table 2 in Appendix II. These optional additions are recommended to be constructed by the owners of the adjacent connecting developments. Map 7 shall be added to Section 14 of the Downtown ARP.*

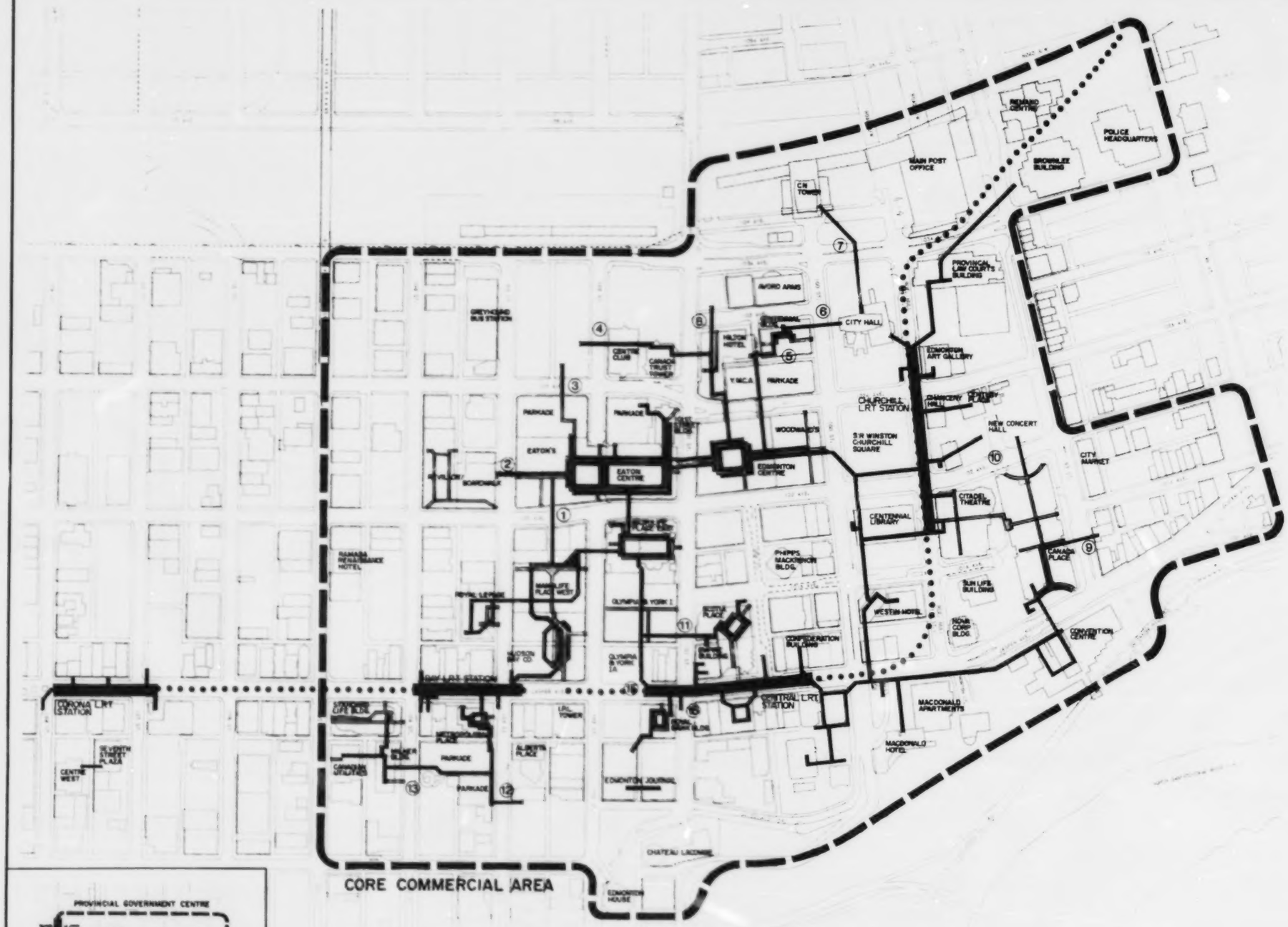
12. *Expansion to the network beyond the one block radius of LRT stations shown on Map 6, and beyond the specific links shown on Maps 6 and 7 will be neither encouraged, nor discouraged.*

ISSUE 4: Determine and respond to impact, if any, of pedway network on street-oriented retail activity

There is virtually no objective literature on this issue. No definite analysis of this issue in the Edmonton context exists, nor is there likely to be. This issue lies more in the realm of opinion and debate than it does in the realm of objectivity. For example, an architect in St. Paul, Minnesota has stated that the sidewalk level in that city was harmed by the introduction of skyways. However, the mayor of the same city has stated that the skyway system really brought people back downtown.

The existing Downtown Area Redevelopment Plan Bylaw makes at-grade pedestrian connections first priority, and restricts the development of pedways. This approach differs substantially from Calgary where pedways are not only encouraged but are a requirement for development downtown. Since 1969, Calgary has placed emphasis on the development of an extensive pedway network (+ 15) while only recently turning attention to the improvements at the street-level. Retail lease rates in downtown Calgary are often higher for second floor space than for street-level retail space in pedway connected buildings.

In Edmonton, a number of precincts have been designed that strongly promote outdoor pedestrian use of sidewalks. These include Rice-Howard Way, the Heritage Trail, Sir Winston Churchill Square, Beaver Hills House Park, MacKay Avenue School Park and the Legislature Grounds. Both the City and the Province have initiated programs and activities using these locales which are designed to heighten interest and awareness in Downtown Edmonton, and to draw people to these areas. The result is a Downtown which is not as strictly business-oriented as in some cities, where much activity ceases after 6 p.m., but where entertainment and cultural functions are encouraged to take place on evenings and weekends. Retailers can react favourably to the pedestrian traffic created by such special events.



LEGEND

- ABOVE GRADE PEDWAYS
- AT GRADE PEDWAYS
- BELOW GRADE PEDWAYS
- PRIVATE PEDWAYS (NOT OPEN TO THE PUBLIC)
- PEDWAYS UNDER CONSTRUCTION
- EXISTING L.R.T. LINE
- L.R.T. LINE UNDER CONSTRUCTION
- PEDWAY DEVELOPMENT AREAS
- BELOW OR ABOVE GRADE PEDWAY

1 – EATON CENTRE TO MANULIFE PLACE WEST
2 – EATON CENTRE TO THE BOARDWALK
3 – EATON CENTRE PARKADE TO BLOCK NORTH OF 103rd AVENUE
4 – CANADA TRUST TOWER / CENTRE CLUB TO BLOCK WEST OF 102nd ST.
5 – CENTENNIAL BUILDING TO EDMONTON CENTRE
6 – CENTENNIAL BUILDING TO (NEW) CITY HALL
7 – THE (NEW) CITY HALL TO CN TOWER
8 – HILTON HOTEL (EDMONTON CENTRE) TO VACANT SITE NORTH OF 103rd AVENUE
9 – CANADA PLACE TO FESTIVAL MARKETPLACE / JASPER EAST BLOCK.
10 – PROPOSED CONCERT HALL CONNECTIONS
11 – OLYMPIA AND YORK TO SCOTIA PLACE / EMPIRE BUILDING
12 – METROPOLITAN PLACE (PRINCIPAL PLAZA) TO PROPOSED COMMONWEALTH SQUARE
13 – METROPOLITAN PLACE / BAY PARKADE TO MILNER BUILDING / CANADIAN UTILITIES CENTRE / STANDARD LIFE BUILDING.
14 – PROVINCIAL GOVERNMENT CENTRE PEDWAY NETWORK TO THE FEDERAL BUILDING
15 – OLYMPIA & YORK IA TO CENTRAL L.R.T. STATION
16 – ROYAL BANK BUILDING TO CENTRAL L.R.T STATION

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NOTE: COLOURS INDICATE RECOMMENDED CONNECTIONS.
EXISTING AND PRIORITY NETWORKS ARE SHOWN IN SHADES OF GRAY FOR CONTEXT.

THE CITY OF Edmonton
PLANNING & DEVELOPMENT DEPARTMENT

MAP No. 7
RECOMMENDED CONNECTIONS

Pride

In Edmonton, it appears that pedways have generally supported the resurgence in downtown retail activity, despite the fact that much of the new retailing is located in inwardly-oriented malls. The comfort and convenience of the pedway network has enabled downtown retailing to remain competitive with its suburban counterparts.

Additionally, Downtown Edmonton has reached a size and level of activity that both indoor oriented retailing and street level retail activity are feasible.

Recommendations:

13. *The City shall pursue a policy of a "balanced" three-level pedestrian network. This will involve support for the continued extension of the grade-separated network, and for the continued development of outdoor pedestrian precincts.*

14. *The City shall continue the policy, contained in the DARP, of encouraging street-fronting at-grade retailing.*

15. *Frequent street-to-pedway access, both visually and physically, shall be provided in all new pedway developments.*

16. *Arcades, heated sidewalks, radiant heaters, canopies, heated bus shelters and other such amenities will be utilized to improve the pedestrian environment of at-grade pedestrian precincts.*

ISSUE 5: There is a need to determine the appropriateness of accessory uses within the pedway network, and to determine locations for those uses which are deemed to be appropriate.

Most of Edmonton's pedway network connects retail mall space located on the mezzanine or concourse levels of office and hotel complexes. It is important to foster continuity of retail activities through the pedway links, because these activities maintain pedestrian interest. In some cases, the presence of retail activities improves the perception of security by pedway users as a result of the increased numbers of people and the natural surveillance that accompanies retail activity, particularly in underground connections. There is also the idea that once a certain critical mass of activity is reached, these elements of the network assume a threshold importance and become a destination in themselves.

On the other hand, there are advantages to keeping pedways solely devoted to pedestrian traffic, particularly the above-grade elements. As currently designed, these above-ground connections have glass walls which give pedestrians exposure to sunlight and an opportunity to orient themselves with the outdoors, without exposure to inclement weather. Further, the development of retail or other accessory uses in above-ground pedway connections may have the effect of promoting the construction of wider pedway connections to accommodate retail floor space. This approach could create undesirable conditions along the at-grade sidewalks which pass beneath them, from aesthetic, security and wind-tunnelling standpoints. Finally, there are Building Code regulations which come into play when

a pedway is used for retail activities that may significantly increase construction costs.

It is suggested that small, intensively operated retail outlets (such as smoke shops) or service uses (such as fast food dispensers and restaurants) which are geared to pedestrian traffic which is commuting and/or at lunch times, would be the most appropriate uses. Other uses and services may include telephones, washrooms and newspaper dispensers. These uses should be located in a manner which provides continuity of retail activity between concentrations of retail shopping.

Recommendations:

17. *Accessory uses will be allowed in below-grade and at-grade pedways.*

18. *Accessory uses will not be allowed in above-grade pedways.*

Physical Elements

As Edmonton's Downtown pedway network has evolved since the mid-1970's, it has become more complex, linking privately-owned buildings with each other across public roads and laneways, and linking privately-owned buildings with public transit (LRT) facilities. The resulting complexity in ownership, responsibility and control of the various pedways underscore the need to define some common standards which can be applied to the entire network. These standards will set certain minimum requirements designed to optimize the functionality and attractiveness of the network, and will increase the comprehension and use of the network by pedestrians.

There are two aspects to common standards for future pedway development: the first may be termed the "soft elements" which have a bearing on design, but are not actually physical in nature. These elements include operating, maintenance and security standards. The second aspect of standardization relates to the "hard elements", which include design and technical standards. Issues involving the standards for physical elements of pedway design are discussed below under these two headings.

Operating, Maintenance and Security Standards

ISSUE 6: Coordination of hours of operation to ensure uninterrupted movement through the downtown pedway network.

At the present time, there is some variety in the hours of operation of the various links in the network. There are a number of major factors influencing the hours of operation, including:

- the operating hours of retail stores, for links connected to buildings with retail commercial on the basement, first and/or second floor levels;
- the operating hours of LRT and transit, for links connected underground to LRT stations;
- normal office hours for links, in some cases private links, connecting office buildings;
- show times and operating hours for links connecting buildings with cultural and entertainment facilities, movie theatres, hotels, restaurants and nightclubs;
- links that connect buildings with dissimilar functions are likely to be limited to the operating hours used by the building with the shorter operating hours;

- development agreements, which are in place for virtually all of the existing links, are the main tool for delineating the expectations for matters such as hours of operation. Unfortunately, many agreements are silent on this issue, or refer to "normal business hours", or "normal hours of transit service", which can have broad interpretations. Of the few existing agreements which detail minimum hours of operation, there are clauses which allow relaxation under vaguely defined circumstances. Some agreements containing requirements for specific operating hours are simply ignored in practice; and,

- the problem of varying hours of operation is compounded by inadequate signage of such hours, which may mean that a pedway user may have to walk right up to the entrance to a particular link or building entrance, only to find that it is closed.

The Pedway Concept Plan, which directed pedway development from 1977 to 1981, specified that the pedway network should operate during the hours of rapid transit, or as directed by Commission Board. The Downtown Area Redevelopment Plan (DARP), which replaced the Pedway Concept Plan with it's Section 14, reiterates this statement.

In an attempt to bring uniformity to the pedway network, a three-tiered hours of operation policy was first considered based on the type of activity in a building and its proximity to the LRT stations. Closer scrutiny revealed that under this scheme the pedway network essentially became a one tier operation with a few exceptions at isolated terminal points in the network.

Recommendations:

19. *That one uniform set of operating hours be employed for the Downtown Pedway Network opening at 6:30 a.m. and closing at 1:00 a.m. from Monday to Saturday, inclusive. Sunday hours may be determined by each adjoining building owner. Such hours shall be included in the development agreements of all future pedway developments, as a condition of development.*

20. *In hardship cases or where a building provides a non-essential link to pedestrian traffic, shorter hours of operation may be negotiated.*

21. *In that this uniform hours of operation proposal is supported by the Downtown Development Corporation, the Downtown Business Association, the Building Owners and Managers Association and the Urban Development Institute, these groups, with assistance from the City Administration, shall advise their constituents of this City policy with the intent of bringing all buildings connected by pedways into conformance with the proposal.*

22. *The Downtown ARP shall be amended to support these recommendations.*

ISSUE 7: There is a need to standardize the approach to security within the pedway network.

As in determining hours of operation, the development agreement has been the usual method of identifying responsibility for security of pedways. While most existing agreements deal with this matter, some are silent, while others provide for assumption of security responsibilities by the City if the pedway in question becomes part of a public pedway network through passage of a municipal bylaw identifying such a network.

Experience in Edmonton and other cities using pedway systems has demonstrated that it is unlikely that any increase can be made in police staffing in order to respond to a demand for pedway security and surveillance, particularly as the network continues to grow. Surveillance of the LRT station portion of the pedway network at this time is provided by private security forces supplemented with camera monitoring.

The reality of this situation has been recognized in some of the existing pedway development agreements, particularly the more recent ones, where the private company or companies which own the adjoining buildings have agreed to absorb security responsibilities at the outset. Appropriate security is recognized as one of the ongoing costs to obtain the exposure and related benefits of integration with a network that handles one of the major flows of pedestrian traffic in downtown Edmonton.

The techniques which are required to maintain adequate security in the network are:

- lockable control points which prohibit access to unsecured portions of a building, or which may restrict access entirely from given segments of the network outside operating hours;

- control of inter-level movement, which is of primary importance in a three level network such as Edmonton's. Although this would include control of both stairwells and elevators, the inclusion of purpose-designed shuttle elevators serving just the pedway levels, separate from those elevators serving the remainder of a building, is a key security measure;

- provision of adequate security staff, assisted by camera monitoring where feasible;

- design of new pedway elements which inherently discourage vandalism and crime. This would include design components which allow casual surveillance by the public, such as the use of glass walls in second floor links and skylights in below-grade elements, open and easily viewed stairwells, integration of retail activity in below-grade connections where direct casual surveillance from the street is difficult and elimination of blind spots; and,

- co-ordination of hours of operation so that portions of the network do not become isolated links during certain hours, attracting few users.

Recommendations:

23. *The entire pedway network should operate according to fixed, standard hours of operation. The hours of operation schedule for the network and for each segment of the network should be prominently posted within the network.*

24. *The provision of pedway security shall be the responsibility of the adjoining building owners/operators.*

25. *The level of security provided shall be sufficient to ensure the safety of the public and property. The Pedway Network Security Standards contained in Appendix IV are to be considered as appropriate guidelines to the security measures necessary for pedway elements. The City may take appropriate security measures and charge the costs back to the owners should the level of security be deemed inadequate. Ongoing liaison with the Police Department will be undertaken to examine means, including mechanical devices, to enhance surveillance and police response time within the pedway network.*

ISSUE 8: There is a need to standardize the approach to maintenance activities within the pedway network.

"Maintenance activities" covers both aspects of maintenance; that is, day-to-day janitorial functions, and periodic mechanical or systems repair that may be required. As with security, the development agreement has been the mechanism for identifying these responsibilities, which sit generally with the company (developer/operator). There have been questions raised as to the cost of maintenance activities, the distribution of these costs between adjacent connecting buildings, and the role of the City in network maintenance.

Recommendations:

26. *The provision of pedway maintenance shall be the responsibility of the adjoining building owners/operators.*

27. *The level of maintenance of both day to day janitorial functions and periodic mechanical and systems repair shall be sufficient to ensure comfort and safety to the public. The City may take appropriate maintenance measures and charge costs back to the owners should the level of maintenance be deemed inadequate.*

Design and Technical Standards

ISSUE 9: There is a need to ensure that technical standards for pedway development are adequate, and that these standards are being applied consistently.

At this time, physical standards for pedway development in Edmonton are outlined in Section 14 of the Downtown Area Redevelopment Plan (DARP), which was approved by municipal Bylaw No. 6477, on November 24, 1981. These regulations in the DARP replaced the former Pedway Concept Plan, which had been approved in 1977. Section 14 of the DARP, with a few exceptions, contains substantially the same requirements, in metric format, as were contained in both "Standards for Pedway Development", which formed Appendix I to the 1977 Pedway Concept Plan, and in the recommendations of the Pedway Concept Plan Summary Report. Both documents dealt with standards for the following topics:

- pedway dimensions and height from ground
- dimensions of ramps and stairs to access pedways
- access points to pedway
- handicapped access
- auxiliary facilities within pedways
- micro-climate
- illumination
- drainage
- electrical service
- security
- maintenance
- financing
- implementation

The earlier Pedway Concept Plan also contained requirements regarding "interior/exterior finishes" and "operations" but these were dropped in the DARP version of these regulations.

Generally, the DARP appears to provide adequate technical standards regarding pedway design and construction. Barring amendments to Section 14.10.4 (Handicapped Access) and to Section 14.10.5 (Facilities) no major changes to existing standards will be recommended at this time.

The DARP has not been the only mechanism for defining and enforcing design standards for pedway construction. Development agreements have also acted as a mechanism to determine physical standards for development, although there are major inconsistencies between agreements when they are compared across the board.

For example, a number of existing development agreements for pedways actually include "Standards for Pedway Development" (which formed an appendix to the 1977 Pedway Concept Plan) as an appendix to the agreement, to comprehensively

cover all requirements. Other agreements single out specific aspects or physical dimensions, or contain architectural drawings of the proposed pedway. Still others contain relatively little physical or design guidelines, staying strictly with legal matters such as indemnification and arbitration requirements. This situation could be remedied in the future by requiring all future development agreements respecting properties connected by the pedway network to include standard design requirements, or to contain reference to the design requirements in the DARP.

Another level of technical standards affecting pedway design and construction is found in the Alberta Building Code. While the standards in the Code are certainly adequate to generally regulate pedway development, there is one design aspect which is not controlled by the Code, and that is handicapped access.

According to the Code, handicapped access must be provided to buildings, but not every access to a building must be accessible to the handicapped. Since pedways cannot be included in the list of "required" egress points from a building, handicapped access through a pedway is therefore not required by the Code. This is strictly up to the developers of the pedway. To date, some of the Building Code standards for handicapped access (such as maximum slope gradients of 1:10 interior and 1:12 exterior) have not been incorporated into downtown pedway construction, particularly the older pedways.

Recommendations:

28. *The technical standards which are contained in Section 14 of the Downtown ARP shall be followed for all new pedway development.*

29. *These standards shall be incorporated directly or by specific reference into all future development agreements for properties which will contain or be connected to elements of the pedway network.*

30. *Handicapped access meeting Alberta Building Code standards should be incorporated into all new pedway design and construction.*

ISSUE 10: There is a need to encourage a high level of design quality in the pedway network.

The function of the pedway network is to connect major pedestrian activity nodes within the Downtown. By definition, these nodes, which contain concentrations of retail activity, hotels and offices, have a high profile within the Downtown. Many of these areas of pedestrian activity stress architectural quality, with a large investment in expensive and attractive materials and finishes, and with an emphasis on design.

By association, the pedway network connecting these nodes also assumes a high profile. There is a responsibility, therefore, to ensure that use of the pedway network is a pleasant and interesting experience. While it would be impossible to assign qualitative design criteria to cover every design aspect, there is a need to

identify some general design principles which should be observed in the construction of future pedway links.

Recommendations:

31. *It is recommended that the following design criteria be observed in the construction of future pedways:*

    - *Architecture - the external and internal architecture of pedways should have pleasing aesthetics in terms of form, colour and materials; and should reflect the architecture of adjacent structures where appropriate;*

    - *Views - the pedway network should provide views to the outdoors and views of destination points within the network for "orientation";*

    - *Access - access points to the pedway network (including LRT stations) should be identified clearly and visibly from the street;*

      - *adequate interior building space should be provided at the pedway access points;*

    - *Activity - features such as public art displays, seating and landscaped focal points should be appropriately introduced in the pedway network; and,*

    - *Continuity - there should be a continuity of design internally within associated levels and links within the network.*

32. *It is recommended that all pedway design proposals should be reviewed by the Downtown Design Review Panel of the Downtown Business Association, prior to final approval by the City.*

Financing Strategy

As Edmonton's downtown pedway network expands, there is an increase in the complexity of the number of potential connections that could be made. There are a number of scenarios that may result:

- connection of public building to public building (this may require cooperation between different levels of government);
- connection of public building (or transit facility) to private building; and,
- connection of private building to private building.

These scenarios may be further complicated depending on whether the structures to be connected exist, or are future proposals. Finally, there must be a determination as to the methods of collection that will be used.

ISSUE 11: There is a need to develop a formula for financing of new pedway construction.

This is a subject which has been approached for the most part in an ad hoc manner in Edmonton. Recommendation #11 of the Pedway Concept Plan (1977), which was the first of five financing recommendations contained in that document, stated:

> "That a guideline be adopted to the effect that the City will not be responsible for more than 20% of the capital cost of grade-separated pedway construction on public land and none of the capital costs on private land."

This clause has been carried, unaltered, into the DARP (Sect. 14.11.3.a). Despite this reference, however, the City in the past has been involved at varying levels in the costs of pedway construction, particularly where connections to underground LRT stations are concerned.

At this time, the role of the City in new pedway construction is seen as no different from that of a private developer. If a City-owned building or facility such as an LRT station, is to be connected to a privately owned building, an equal sharing of costs in bridging a public right-of-way is appropriate. At the same time, it is fair to state that there should be no expectation of municipal financing in the construction of a pedway network link which connects two privately owned buildings.

The Pedway Concept Plan also contained two other financing recommendations (nos. 12 and 13) which were not carried forward in the DARP. These are:

> "That the Planning Department give consideration to a bonus system whereby pedways and other related amenities be provided by private developments in return for development bonuses."

"That the City's share of the cost of pedway construction on public land be recovered over a ten-year period through renting the public land use adjacent to the pedway to the abutting developments."

In the first case, the densities provided for downtown development in the DARP are generous enough to make pedway development bonuses irrelevant. In the second case, it is not anticipated that the money collected in this manner would be enough to finance significant new municipal pedway construction. Therefore, revival of neither of these recommendations is appropriate.

The final two financing recommendations from the Pedway Concept Plan (nos. 14 and 15) were adopted into the DARP. These are:

"That the development that front ends the cost of construction of a pedway connection shall recover 50% of the cost when the connecting development comes on-stream."

"That the first developer shall provide maintenance and security and shall receive 50% of the operating costs when the connecting development comes on-stream."

The idea behind these recommendations is sound, although the reality is that no pedway connections can be expected to be constructed until both structures to be connected are built, or at least until the second structure is underway. The basic concept to be reinforced is an equal sharing of costs between the owners of the adjacent connecting buildings.

At a more detailed level, the intent of this concept applies only to that portion of the pedway within the public right-of-way which it crosses. Each owner would be expected to cover the whole cost of any portion of the pedway within his property line (See Figure 2 in Appendix III).

Recommendations:

33. *The costs of pedway construction for that portion of a pedway within the public right-of-way shall be equally shared between the owners of the adjacent connecting developments. Portions of pedways falling within private property shall be wholly financed by that owner.*

34. *The City will participate on a financial basis as an equal partner only in the construction of pedways to municipally owned buildings or facilities.*

35. *In extraordinary cases where longer than standard distances need to be traversed (i.e., the connection crossing Churchill Square) in order to achieve the integrity of the pedway network, the 50/50 financing standard may be negotiated among the concerned private sector owners and the City.*

36. *The Downtown ARP shall be amended to reflect the recommendations of this report concerning pedway construction financing.*

ISSUE 12: Specific methods of collection of monies to finance new pedway construction should be identified to ensure pedway construction takes place.

Up to this time, pedways have usually been built when a new development is constructed across a street from an existing development, and it is decided that a pedway connection is to be made in conjunction with the main construction effort. There are many cases, however, in which a connection cannot be made at the time of construction of the main development; for example, the connecting site is vacant, or is to be redeveloped. In these cases, development agreements have been used to require the developer to honor the commitment to build the pedway in the future. This has been a problem in some instances where ownership of the development or other circumstances have changed, resulting in the commitment in the agreement being dropped. This was not a serious problem when the pedway network was a series of isolated connections serving primarily private interests; however, to have an efficiently functioning network, it will be necessary to guarantee that proposals for pedway construction are honored.

To assure pedway funding, 50% of the estimated cost of pedway construction will be required in cash from the first developer once both parties have agreed to construct a pedway link. These funds would be placed in an interest bearing trust account with the City until such time as the construction of the pedway becomes possible. An interest bearing account will help to match the future cost of inflation until the second development makes pedway construction possible.

The second developer will then be required to pay his 50% of pedway construction costs with the construction of his development. Any increase in costs would be split evenly between the building owners.

Recommendations:

37. *Financing of pedways constructed in conjunction with, or after, new development or redevelopment, shall be the responsibility of the owner, in accordance with the options outlined in Figure 3 in Appendix III.*

38. *Funds equivalent to 50% of the cost of the proposed link shall be collected in cash, and shall be kept in an interest bearing trust account by the City. Pending development of the second site, the remaining 50% of costs including applicable interest charges shall be contributed by the second developer. Any variance over time in the cost of the proposal, be it a savings or a deficit, shall be absorbed in equal parts by the owners of the adjacent connecting buildings.*

Signage, Advertising and Marketing

There are two types of signage which come under this heading: directional or information signage, and advertising and display signage.

In the first case, the Planning and Development Department is currently involved with the development and implementation of a directional and information signage program for Edmonton's pedway network, in conjunction with a consultant with expertise in this field.

In the second case, the area of concern is with advertising signage and advertising displays. The intent is to provide some guidelines for advertising elements within the pedway network.

Finally, the marketing of the pedway network itself must be addressed, in order to raise public awareness. This initiative could be integrated with other related marketing exercises, such as the "Park in the Heart" campaign, which promotes parking facilities in the Downtown.

ISSUE 13: There is a need to develop and implement a directional and information signage program for the pedway network.

The 1987 pedway user survey revealed that users generally were unaware of the extent of the pedway network beyond a few specific areas. As the network expands, user awareness will need to be improved to ensure optimum efficient functioning of the network.

The signage program currently being planned is intended to:

- develop a recognizable symbology and style for signs which will orient and inform users of the network;
- ensure that the symbology and style integrates compatibly with similar existing signage in LRT facilities;
- identify the number and location of signs which will be required for the existing pedway network; and,
- complete a demonstration project in a building or buildings which contain an existing pedway segment, which will provide a model for expansion of the signage program throughout the pedway network.

Recommendations:

39. *The Pedway Signage Program currently being developed by the Planning and Development Department, with the support of the Downtown Development Corporation, the Building Owners and Managers Association and the*

Downtown Business Association, shall define the standard signage system for all future pedway links.

40. *The signage system proposed under this Pedway Signage Program should be incorporated into the existing portions of the pedway network as feasible, and in cooperation with involved building owners.*

ISSUE 14: There is a need to establish guidelines for the placement of advertising signage and display materials within elements of the downtown pedway network.

As the pedway network has evolved, it has gone from a series of unconnected, unrelated links to a more and more complete network. As the network grows, it increases in complexity, and becomes more confusing for the user. One of the major functions of the Pedway Signage Program will be to establish an identity of the network through common and recognizable symbols and signs. Other aspects of the network, such as certain design standards, are used to increase recognition and reduce confusion for users of the network.

To clutter the network with advertising signage in an uncontrolled fashion would reduce the effectiveness of these other measures designed to improve awareness and user efficiency. Advertising signage is certainly appropriate within a network which connects primarily retail shopping facilities, but it must be designed and placed in such a manner so as to not affect the easy recognition and use of the pedway network by the user.

Recommendation:

41. *It is recommended that advertising signage within pedway connections meet the following criteria:*

- *advertising signage should not be placed externally on any pedway where it would be visible to passing motorists at street level;*
- *advertising signage within pedway links should be limited to specific display cases or areas designed for the purpose, and should meet design standards specified in the Alberta Building Code;*
- *advertising signage should be located so as not to conflict with or obscure informational and directional signage within the pedway network; and,*
- *free-standing advertising displays in general are discouraged, except where there would be no interference with the flow of pedestrian traffic through the pedway network.*

ISSUE 15: There is a need to establish a co-ordinated approach to marketing the downtown pedway network, to maximize it's usefulness and value for Edmontonians.

As stated earlier, the results obtained during the 1987 pedway users survey indicated that many users were not aware of the full extent of the present pedway network. This lack of awareness will only increase as the network is expanded. The informational and directional signage program currently underway is only one step towards raising awareness of the average pedway user.

Advertising and marketing efforts promoting the pedway network by the businessmen and owners benefitting from the network is an appropriate major initiative. There has been some discussion to date regarding a "Downtown United" marketing program, co-ordinated by the Downtown Business Association, which would focus attention on the integration of downtown parking, transit and shopping facilities through newspaper and television advertising. This is precisely the type of effort needed to improve user awareness of the pedway network and it's vital role in making downtown commercial activity as conveniently accessible as that within suburban shopping malls.

Recommendation:

42. *The Downtown Business Association should continue in it's lead role in designing and delivering an effective and ongoing media-oriented marketing program for downtown pedways and parking, and in seeking major funding sources from among the larger downtown stores and businesses. The Edmonton Convention and Tourism Authority and the City should support this initiative.*

IMPLEMENTATION STRATEGY

1. Use of a committee composed of members of representative interest groups (Downtown Business Association, Building Owners and Managers Association, Urban Development Institute, Edmonton Downtown Development Corporation) to ensure that the recommendations of this Pedway Network Review incorporate all areas of interest and concern.

2. Once the recommendations of this review have been approved by City Council, the City Administration will pursue a task-oriented approach to resolve the identified issues on a site specific basis, including:

   - **revamping of the existing regulatory framework**. This includes the Downtown ARP (as it relates to pedways), the standard development agreement for use with developments which are to contain pedway elements, and possibly some relevant portions of the Alberta Building Code.

   - **continuing efforts on a project-by-project basis to initiate construction of specific pedway links which require public sector participation**. The first of these projects is the Edmonton Centre/Churchill LRT Station pedway, currently in the planning and design phase.

   - **ongoing liaison with private sector interests to construct the pedway links identified in this document**.

   - **implementation of consistent hours of operation, on a link-by-link basis, for the entire pedway network**, in consultation with relevant building owners and operators, based on the guidelines established in this review.

   - **continued monitoring and surveying of network users,** in order to respond to user demands and ensure efficient functioning of the network.

3. The Pedway Signage Program has been fast-tracked as a separate component and is expected to be completed shortly.

4. Ongoing input, on a request basis, is to be provided to development industry representatives and interest groups on matters such as design and signage and to keep these groups appraised of progress on the implementation of the recommendations of this review.

APPENDIX I

APPENDIX I

THE HISTORY OF PEDWAY POLICY IN EDMONTON

DATE	ACTION
April 8, 1968	City Council approves a recommendation to accept the principle of a Downtown Pedestrian Circulation System as a guide to future planning of pedestrian circulation in the area.
July 15, 1974	The City of Edmonton Transportation Plan - Part 1 is approved by City Council. Among other considerations for pedestrians, this Plan proposes an enclosed walkway system for the Downtown.
July 1977	City Council adopts the Pedway Concept Plan for Downtown Edmonton. The policy guidelines in this Plan are to be used for future planning, design, security, maintenance, financing, operation and implementation of a Downtown pedway network.
July 4, 1980	City Council approves the General Municipal Plan, which reinforces the Pedway Concept Plan by requiring new Downtown development to make provisions to link up with existing and future pedways.
November 1980	The Downtown Pedestrian Circulation System Working Paper is published by the Planning Department. It summarizes Edmonton's pedway situation and contains a large amount of background information.
January 13, 1981	City Council concurs that the LRT Pedestrian Access Support System (PASS) be approved for use in preparing development agreements for lands within a specific catchment area. The intent is to maximize below grade access and connections to the LRT line, particularly the Churchill, Central, Bay and Corona Stations.
November 24, 1981	City Council approves the Downtown Area Redevelopment Plan (DARP) which specifies objectives and policies for pedestrian movement within the Downtown. At-grade and below grade systems are the most strongly stressed components; the demand for above grade systems and their comparative inexpensiveness to below grade systems will

lead to a strong shift to elevated systems in the next five years.

August 13, 1985 — The revised DARP, adopted on this date by City Council, now supports both above and below-grade connections in the Core Commercial Area, but restricts such connections in the Civic Centre vicinity to below grade systems, to preserve views and to tie in these systems with the LRT at the below-grade level.

June-July 1987 — The Transportation Department conducts and reports on pedestrian counts in the Downtown including LRT and pedway connections. During this time the Planning and Development Department conducts a pedway user survey.

APPENDIX II

APPENDIX II

FUTURE PEDWAY LINKS

There are a total of 24 new pedway links and connections which are recommended through this report. Some of these links have been previously proposed, and may actually be contained in development agreements with the City. Others are recommended here for the first time in writing.

Of the 24 proposals, eight may be considered "priority" links. By the term "priority", it is intended that construction of these links is to be considered essential to the ultimate success of the pedway system. Therefore, the City will take steps through negotiation and other actions to ensure these connections are built.

The remaining 16 connections are termed "recommended optional additions to the pedway network". These connections are considered complementary, but not vital, to the pedway network. The City intends to take an active role in pursuing the construction of these connections with the respective owners. Many of these optional connections are to take place in conjunction with new development, and as such, timelines for their development may be indefinite.

TABLE 1

PRIORITY CONNECTIONS

BUILDINGS TO BE CONNECTED	LOCATION	COMMENTS	MUNICIPAL INVOLVEMENT INDICATED	POSSIBLE TIMING
. Churchill Square LRT Station to Centennial Library/Edmonton Centre	. from 100 Street to 99 Street, north of 102 Avenue	. below-grade connection linking Woodwards (Edmonton Centre) to the Churchill LRT Station, with access to Sir Winston Churchill Square, and with another connection to the Centennial Library, under 102 Avenue . improvements to the existing pedway route through the Centennial Library Parkade would be required . redesign of Woodward's Food Floor would be necessary	. yes, through financial and design assistance, in conjunction with the owners of Edmonton Centre	. design work is presently under way . construction is scheduled for 1989
. McCauley Plaza to the Edmonton Convention Centre	. from 99 to 97 Streets, south of Jasper Avenue	. this is a below-grade continuation of the McCauley Plaza pedway, with possible connections to the MacDonald Apartments and the currently vacant Carma-Bowlen site . development will require resolution of redevelopment plans for the Carma-Bowlen site, and selection of a specific alignment, designed to minimize disruption of underground services, costs, and maximize connection potential to adjacent buildings	. yes	. ± 1993
. McCauley Plaza/Convention Centre pedway to the Westin Hotel	. from Jasper Avenue to 101A Avenue, east of 100 Street	. connection is below-grade, to connect existing pedways in the Westin Hotel and McCauley . issues to resolve include timing of development of, and connection to, the Canadian Imperial Bank of Commerce (CIBC) Site, crossing of the LRT tunnel, and timing and design of McCauley Plaza/Convention Centre pedway link	. yes	. ± 1993
. MacDonald Hotel to McCauley Plaza	. south of Jasper Avenue and east of 100 Street	. connection is below-grade, to link McCauley Plaza/Central LRT network to the Hotel via the site of the demolished Hotel Annex site, should redevelopment of this site occur	. no	. connection should occur in conjunction with redevelopment of the MacDonald Hotel Annex site

TABLE 1 (Continued)

PRIORITY CONNECTIONS

BUILDINGS TO BE CONNECTED	LOCATION	COMMENTS	MUNICIPAL INVOLVEMENT INDICATED	POSSIBLE TIMING
. Citadel Theatre to Canada Place	. within the block located between 99 and 97 Streets, north of 101A Avenue	. to be an at-grade connection	. yes	. connection to be constructed in conjunction with Phase II of the Citadel Theatre extension, currently underway
. Manulife Phase I to Olympia and York Phase I	. internal connection between adjacent buildings, which are on the block bounded by 101 and 102 Streets, Jasper and 102 Avenues	. connection is at the second floor level, to connect the retail galleries in the two buildings . negotiation required between owners to resolve some design and alignment issues	. no	. connection should be complete with opening of Olympia and York Phase I, scheduled for 1990
. The Provincial Attorney General's Building (Brownlee Building) to the Provincial Law Courts Building	. beneath the 97 Street/ 104 Avenue intersection	. there is an existing below-grade connection at this time, which is roughed in and requires outfitting as a pedway . determination of costs and financing is required	. no	. ± 1993
. Proposed Hudson's Bay/Galleria to Manulife Phase II and to the Bay LRT Station	. between 102 and 103 Streets north of Jasper Avenue, as internal connections between adjacent buildings	. these connections currently exist through the existing Bay store . should a proposal to replace the existing Bay store with the Bay/Galleria scheme be approved in the future, these existing connections and pedway routes would have to be retained	. no, other than at the LRT Station entrance interface	. undetermined at this time

TABLE 2

RECOMMENDED CONNECTIONS

BUILDINGS TO BE CONNECTED	LOCATION	COMMENTS	MUNICIPAL INVOLVEMENT INDICATED	POSSIBLE TIMING
. Eaton Centre to Manulife Phase II	. along the north/south laneway between 102 and 103 Streets and across 102 Avenue, east of 103 Street	. development of this above grade link may be contingent on redevelopment of the Bentall Building, although such a link could bypass the Bentall Building along the laneway	. no	. ± 1990
. Eaton Centre to the Boardwalk	. across 103 Street north of 102 Avenue	. could be below-grade or an above-grade link . necessity for retention of architectural integrity of Boardwalk facade if above-grade link is considered	. no	. dependent on conversion of basement or second floor of Boardwalk to retail commercial space - probably 1990 or 1995
. Eaton Centre Parkade to the block north of 103 Avenue	. across 103 Avenue between 102 and 103 Streets	. above-grade link to connect to future development on the block bounded by 102 and 103 Streets and 103 and 104 Avenues	. no	. in conjunction with new construction on the block north of 103 Avenue
. Canada Trust Tower/Centre Club to the block west of 102 Street	. across 102 Street between 103 and 104 Avenues	. above -grade link to connect to future development on the block bounded by 102 and 103 Streets and 103 and 104 Avenues	. no	. in conjunction with new construction on the block west of 102 Street
. Centennial Building to Edmonton Centre	. across laneway west of Centennial Building between 100 and 101 Streets, south of 103 Avenue	. above-grade link (east-west) to connect to existing pedway through Edmonton Centre	. no	. should be timed with construction of new City Hall, as Centennial Building will probably connect to it

TABLE 2 (Continued)

RECOMMENDED CONNECTIONS

BUILDINGS TO BE CONNECTED	LOCATION	COMMENTS	MUNICIPAL INVOLVEMENT INDICATED	POSSIBLE TIMING
. Centennial Building to (new) City Hall	. across 100 Street at 103 Avenue	. below-grade link to connect City Hall more directly with Edmonton Centre	. yes	. in conjunction with new construction of City Hall
. The (new) City Hall to the CN Tower	. across 104 Avenue between 99 and 100 Streets	. below-grade link only, to connect CN Tower and VIA Rail Station directly with the pedway network and direction access to LRT at Churchill Station	. yes	. in conjunction with construction of new City Hall
. Hilton Hotel (Edmonton Centre) to the Tankoos/Yarmon site north of 103 Avenue	. across 103 Avenue between 100 and 101 Streets	. above-grade link	. no	. in conjunction with development of Tankoos/Yarmon site
. Canada Place to Festival Market Place/Jasper East Block	. across 97 Street to 101A Avenue	. below-grade link only, in order to connect this proposed development with the cultural, office and convention and hotel facilities located in the area, via the pedway network	. no	. in conjunction with new development east of 97 Street
. Proposed Concert Hall connections	. internal connection to Churchill LRT Station, and across 102 Avenue to the Citadel Theatre	. below-grade links only, in order to preserve sight lines along 102 Avenue of the Chinese Gate	. yes	. in conjunction with development of the Concert Hall proposal
. Olympia and York to Scotia Place	. across 101 Street between 101A and Jasper Avenues	. above-grade link, which should include connection to the Empire Building	. no	. at owners' initiation
. Metropolitan Place (Principal Plaza) to proposed Commonwealth Square	. across 103 Street between Jasper and 100 Avenues	. above-grade link to connect parkades south of Metropolitan Place to proposed Commonwealth Square site on the east side of 103 Street	. no	. in conjunction with development of the Commonwealth Square site

TABLE 2 (Continued)

RECOMMENDED CONNECTIONS

BUILDINGS TO BE CONNECTED	LOCATION	COMMENTS	MUNICIPAL INVOLVEMENT INDICATED	POSSIBLE TIMING
· Metropolitan Place/ Bay Parkade to Milner Building/ Canadian Utilities Centre/ Standard Life Building	· across 104 Street between Jasper and 100 Avenues	· above-grade link which would connect the existing Milner/Standard Life/Canadian Utilities pedway network, into the balance of the downtown network via Metropolitan Place and the Bay LRT Station	· no	· at the instigation of the respective owners
· Provincial Government Centre pedway network to the Federal Building	· east of 108 Street and south of 99 Avenue	· below-grade link to integrate this building to the Government Centre network · work is being planned and carried out by the Alberta Government	· no	· by 1993
· Olympia and York Phase IA to the Central LRT Station	· between 101 and 102 Street under the north side of Jasper Avenue	· below-grade link to connect the Olympia and York complex directly to the Central LRT Station	· yes	· dependent on timing of Phase IA - to be built in conjunction with IA
· Royal Bank Building to the Central LRT Station	· south of Jasper Avenue west of 101 Street	· below-grade link to connect the Royal Bank Building directly to the Central LRT Station	· yes	· at the instigation of Royal Bank Realty Inc.

NOTE: Other buildings which should merit consideration by their owners for connection to the Downtown Pedway Network include the following:

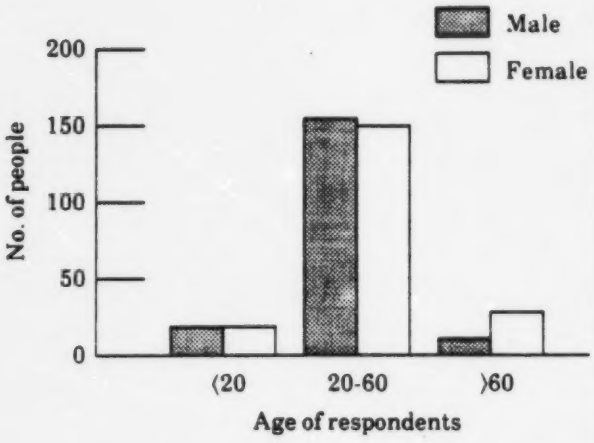
- IPL Tower
- Sun Life Building
- Nova Corporation Building

APPENDIX III

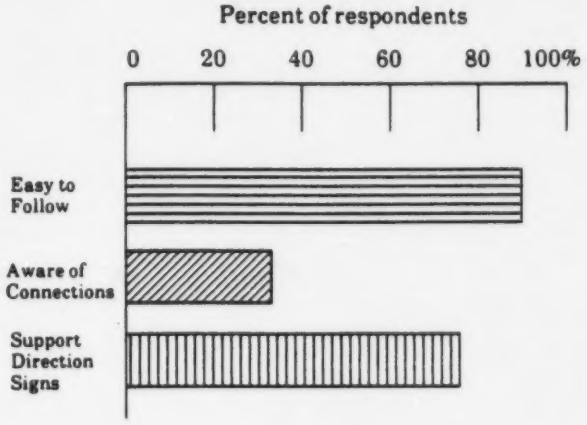
FIGURES

FIGURE 1
Results of the Downtown Pedway Users Survey

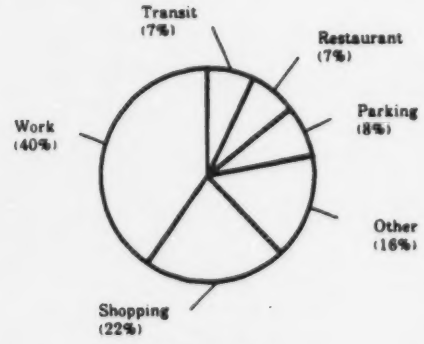
1. AGE of RESPONDENTS



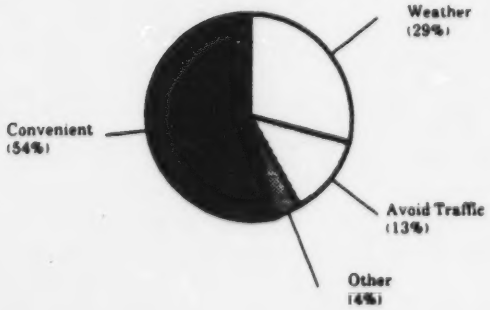
3. AWARENESS



2. PEDWAY USE



Destination

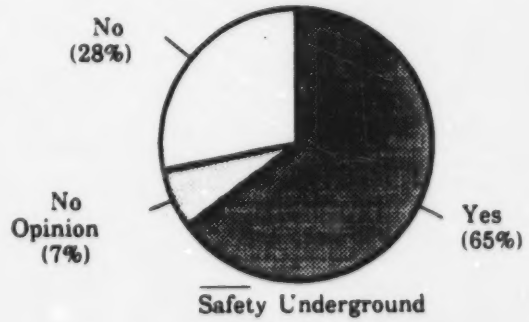


4. DEGREE of SATISFACTION

Satisfied With . . .

	Time Open	Cleanliness	Lighting	Entrance Identif.	Access for Handicap	Opening Doors
YES	89%	96%	98%	83%	36%	61%
NO	6	4	2	12	22	37
NO OPINION	5	0	0	5	42	2

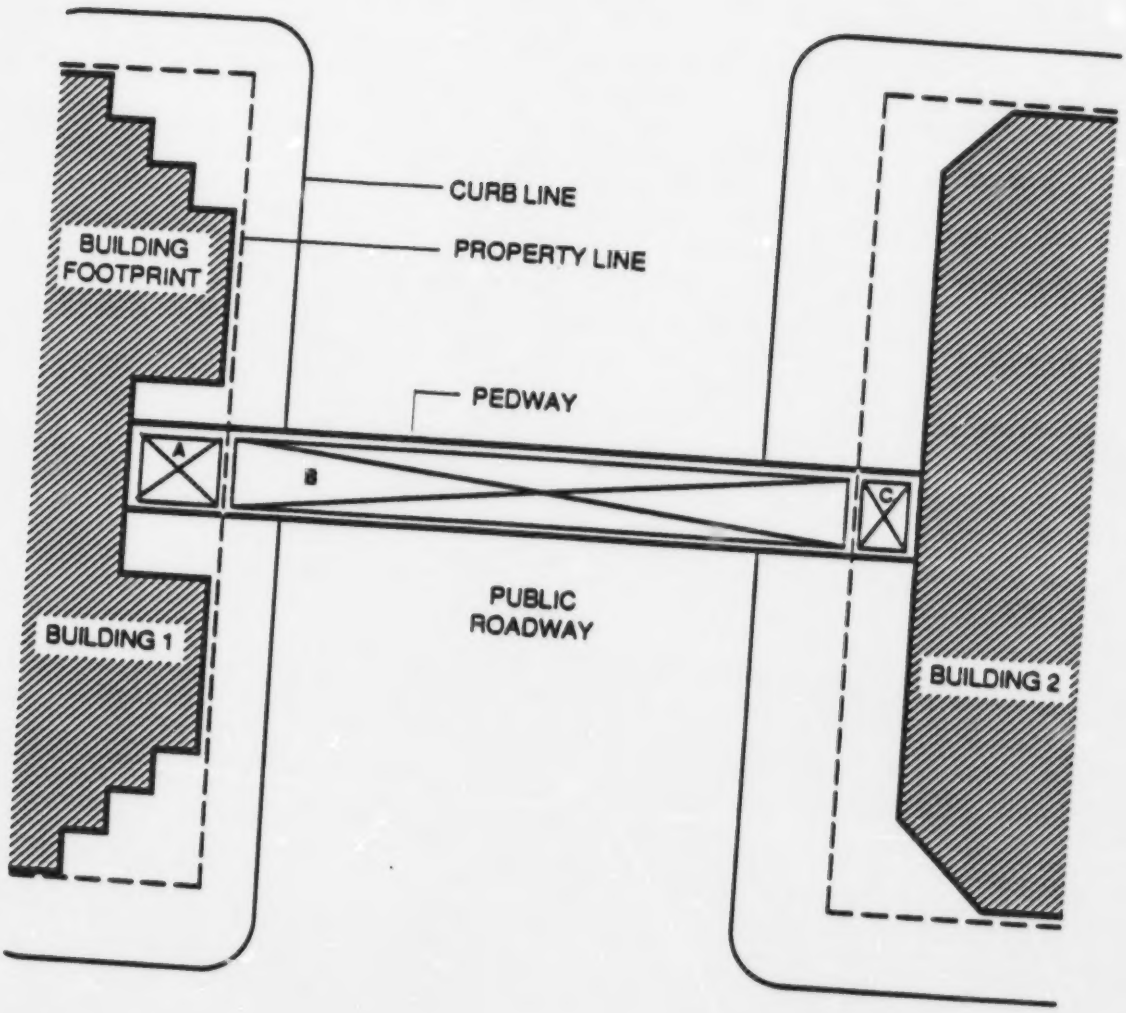
5. PERSONAL SAFETY



Safety Underground

FIGURE 2

Recommended Distribution of Financial Responsibility for Pedway Construction



Owner of Building 1 pays: 100% of A
50% of B

Owner of Building 2 pays: 100% of C
50% of B

FIGURE 3

FINANCING OPTIONS FOR PEDWAY CONSTRUCTION

SITUATION	RESPONSIBILITIES	
	Building A	Building B
Building (A) is being built, but there is no building (B) to connect to, to complete a pedway link.	. Owners allocate funds at time of construction directly into a reserve account equal to 50% of estimated pedway construction costs.	. Owners build pedway at the time Building B is constructed, at their expense. They can then recover 50% of the costs from reserve account of Building A. Any increase in costs over the original estimate are to be split 50:50 with A.
Building (A) is being built, with an existing building (B) to connect to, to complete a pedway link.	. Owners build pedway at their expense and recover 50% of the costs from the owners of Building B.	. Owners pay 50% of construction costs to owners of Building A.

APPENDIX IV

APPENDIX IV

PEDWAY NETWORK

SECURITY STANDARDS

STRUCTURAL STANDARDS

1. Construction of the pedway system shall be such that unnecessary alcoves, blind spots, etc. shall be avoided.

   Alcoves and unusable space, such as those under stairs, provide an area for undesirables to hide and can prove to be unsafe for patrons of the facility.

2. Construction of the pedway should not make it difficult or impractical to use CCTV surveillance to remotely monitor activity in any part of the system.

3. Illumination of the exterior and interior of the pedway system shall be as follows:

   (a) sublevel pedway - 2 footcandles
   (b) pedestrian entrance - 2 footcandles
   (c) above level pedway - 1 footcandle
   (d) stairwells - 3 footcandles

4. Lighting fixtures shall be located in such a manner to minimize the potential for vandalism. Fixtures should be mounted with tamper proof fastening devices.

5. Elevators are to be such that they serve only the pedway system after hours. Elevators should not be serviceable from the pedway to the building proper after building hours.

6. Hours of operation should be consistent throughout the pedway system. Should this not be practicable, then signs should be posted before the closed area.

7. Landscape designs on exterior grade levels should not create areas that do not permit surveillance from adjacent streets, sidewalks and buildings.

8. Interior landscape should not create areas of concealment or areas that cannot be monitored by a CCTV system.

9. Quality deadbolts should be installed in the following areas:

   - elevator machine rooms,
   - emergency rooms,
   - electrical rooms,
   - mechanical equipment rooms,
   - telephone rooms,
   - power rooms.

10. All perimeter door locks should be electronically controlled from the security control centre to permit remote locking and unlocking.

11. Panic hardware should be installed on all exit doors to allow for egress during an emergency situation.

SIGNAGE

1. Signage should be visible to users walking or in wheelchairs and should address the following, where applicable:

    - littering, loitering and vandalism
    - safety and security (for use of pedway, elevators, escalators, platforms)
    - evacuation routes
    - desired action in the event of fire or other emergency
    - location of elevators/stairs/escalators
    - location of emergency equipment (help phone, fire hose, pull stations)
    - hours of operation
    - "you are here" map

2. Signage to be in English or appropriate symbol.

COMMUNICATIONS

1. Public address system to be provided to allow for announcements and to allow for one way communication from the control centre to areas monitored by CCTV.

2. Construction of the pedway system should be such that a remote portable radio system could be utilized by security/police personnel. (This usually means the installation of antenna wire or a transmission loop.)

CLOSED CIRCUIT TELEVISION AND INTRUSION DETECTION

1. CCTV monitoring system that enables monitoring from a security control centre should be provided to enable monitoring of:

    - the pedway proper
    - system entrances and exits
    - escalators and elevators
    - areas open to the public (excluding the interior of washrooms)

2. A door contact monitoring system, which permits monitoring from the security control centre, should be installed on:

    - elevator machine rooms,
    - emergency rooms,
    - electrical rooms,
    - mechanical equipment rooms,
    - telephone rooms,
    - power rooms.

CONTROL CENTRE

1. There should be twenty-four hour monitoring in the control centre.

2. Monitoring of the security/safety system by one person should not exceed two hours.

3. The monitoring station should be visible by the general public. Knowledge that they are being watched adds a feeling of "safety and security" to users and acts as a deterrent to undesirables.

FIRE PREVENTION

1. The construction of the pedway system should be of non-combustible material.

2. The pedway system should be sprinklered as per the requirements of the Alberta Building Code.

3. Fire separation door assemblies should be installed as per the Alberta Building Code.

4. Emergency pull stations should be located throughout the system as per the Alberta Building Code.

PATROLS

1. One complete patrol immediately following closing.

2. One complete patrol immediately before opening.

3. Four complete patrols during hours of operation.

4. Electronic monitoring stations could be utilized throughout the system to monitor patrol progress and provide a safety means for the patrol officer (distress signal).

MISCELLANEOUS

HELP PHONES

1. Help phones (distress phones) should be installed in prominent, easily accessible locations, for use in an emergency.

2. Help phones should be monitored in the control centre.

3. Help phones should be easily identifiable - brightly painted, extra light shining on phone, big letters identifying it as a help phone.

BACK UP POWER

1. There should be emergency back up power in the pedway system should a power failure occur.